

Appropriation: Permanent Operating Funds

APPROPRIATION LANGUAGE SHEET

In addition to the purposes authorized in Public Law 102-381, funds made available in the Forest Ecosystem Health and Recovery Fund can be used for the purpose of planning, preparing, implementing, and monitoring salvage timber sales and forest ecosystem health and recovery activities, such as release from competing vegetation and density control treatments. The Federal share of receipts (defined as the portion of salvage timber receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181f-1 et seq., and Public Law 106-393) derived from treatments funded by this account shall be deposited into the Forest Ecosystem Health and Recovery Fund (*Department of the Interior and Related Agencies Appropriations Act, 2004*).

AUTHORIZATIONS

The 1985 Interior and Related Agencies, Appropriations Act (P.L. 98-473), Section 320

Established a permanent account in each bureau for the operation and maintenance of quarters, starting with 1985 and each fiscal year thereafter.

The Omnibus Budget Reconciliation Act of 1993

Amended the *Land and Water Conservation Fund Act* and further expanded collection of recreation use fees to be deposited into a special account established for each agency in the Treasury of the U.S. to offset the cost of collecting fees.

The 1993 Interior and Related Agencies Appropriations Act

The Federal share of receipts from the disposal of salvage timber from lands under the jurisdiction of the BLM is deposited in a special fund in the U.S. Treasury.

The 1996 Interior and Related Agencies Appropriations Act

Expanded authority to develop recreation fee pilot projects to foster innovative and cost effective methods of collecting recreation use fees.

The 1997 Interior and Related Agencies Appropriations Act

Changed the base year from 1995 to 1994 for calculating the recreational fee demonstration receipts that could be retained and spent by the BLM.

The 1998 Interior and Related Agencies Appropriations Act

Dropped the base year for calculating the recreational fee demonstration receipts that could be retained and spent by the BLM.

The 1999 Interior and Related Agencies Appropriations Act

Extended the recreational fee demonstration program through 2003.

Section 502(c) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1762(c))

Provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance.

Act of October 30, 1998 (P.L. 105-321)

The legislation provides that BLM will convey property to Deschutes County, Oregon, and the amount paid by the County pursuant to the Act, may be used by the Secretary of the Interior to purchase environmentally sensitive land east of Range 9 East of Willamette Meridian, Oregon.

Lincoln County Land Sales (P.L. 106-298)

The *Lincoln County Land Act of 2000*, among other things, authorizes the Secretary to dispose of certain lands in Lincoln County, Nevada, to distribute the proceeds as follows: 5 percent to the State of Nevada, 10 percent the County, and 85 percent to an interest bearing account that is available for expenditure without further appropriation.

**Commercial Film and
Photography Fees Act
(P.L. 106-206)**

The *Commercial Film and Photography Fees Act* was enacted to permit the Department to recover costs incurred as a result of filming activities or similar project, including but not limited to administrative and personnel costs, and also to establish a reasonable fee for commercial filming activities or similar projects on Federal lands administered by the Secretary of the Interior. The legislation states that the fee is to provide a fair return to the U.S. and is to be based on the following criteria: (1) the number of days the filming activity or similar project takes place on Federal land under the Secretary=s jurisdiction; (2) the size of the film crew present on Federal land under the Secretary=s jurisdiction; (3) the amount and type of equipment present; and (4) other factors as the Secretary deems necessary.

**White River Oil Shale
Mine, Utah Property Sale
Provisions, The 2001
Interior and Related
Agencies Appropriations
Act (P.L. 106-291)**

The Act authorized the sale of improvements and equipment at the White River Oil Shale Mine with the proceeds to be available for expenditure without further appropriation to (A) first, to reimburse the Administrator for the direct costs of the sale; and (B) second, to reimburse the Bureau of Land Management Utah State Office for the costs of closing and rehabilitating the mine.

**The Federal Land
Transaction Facilitation
Act (P.L. 106-248)**

The Federal Land Transaction Facilitation Act provides that the Administration will conduct sales of lands that have been classified as suitable for disposal under current resource management plans. This law provides that receipts from such sales may be used to acquire non-Federal lands with significant resource values that fall within the boundaries of areas now managed by the Department .

**Southern Nevada Public
Land Management Act
(P.L. 105-263).**

Provides for the orderly disposal of certain Federal lands in Clark County, Nevada, and to provide for the acquisition of environmentally sensitive lands in the State of Nevada. Receipts are generated primarily through the sale of public lands in the Las Vegas Valley.

SUMMARY OF REQUIREMENTS (\$000)

Comparison by Activity/ Subactivity	2003 Actual		2004 Estimate		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		2005 Budget Request		Inc(+) Dec(-) from 2004	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount*	FTE	Amount
Permanent Operating Funds	237	304,585	237	403,833	0	0	0	0	237	947,644	0	527,411
Operations & Maintenance of Quarters	3	328	3	383	0	0	0	0	3	383	0	0
Forest Ecosystem Health & Recovery	56	5,003	56	6,237	0	0	0	0	56	8,237	0	2,000
Timber Sale Pipeline Restoration	54	2,879	54	5,000	0	0	0	0	54	8,000	0	3,000
Expenses, Road Maintenance Deposits	9	1,865	9	1,800	0	0	0	0	9	1,800	0	0
Southern Nevada Public Land Sales	25	279,379	25	337,960	0	0	0	0	25	845,750	0	507,790
Southern Nevada Earnings on Investments	0	2,337	0	3,906	0	0	0	0	0	14,075	0	10,169
Land Sales, Deschutes County, Oregon	0	0	0	0	0	0	0	0	0	0	0	0
Lincoln County Land Sales	0	0	0	3,600	0	0	0	0	0	7,000	0	3,400
Interest, Lincoln County Land Sales	0	1	0	46	0	0	0	0	0	171	0	124
Commercial Film & Photography Fees	0	0	0	500	0	0	0	0	0	500	0	0
Federal Land Disposal Account	2	991	2	33,600	0	0	0	0	2	34,128	0	528
Naval Oil Shale***	0	1,500	0	0	0	0	0	0	0	0	0	0
Recreation Fee Collections	0	0	0	0	0	0	0	0	0	0	0	0
Recreation Fee Demonstration	88	10,301	88	10,800	0	0	0	0	88	11,200	0	400

*** BA estimate for 2004 and 2005 NOSR clean-up does not show the appropriation of the balance of this account as authorized by P.L. 107-345 because the estimate of cost for the clean-up has not been determined and the date for which this is to be reported to Congress has not been determined.

Appropriation: Permanent Operating Funds

ACTIVITY SUMMARY (000)

Subactivity	2003 Actual Amount	2004 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2005 Budget Request Amount	Inc(+) Dec(-) from 2004 Amount
Operations & Maintenance of Quarters						
\$	328	383	0	0	383	0
FTE	3	3	0	0	3	0
Recreation Fee Collections						
\$	0	0	0	0	0	0
FTE	2	2	0	0	2	0
Recreation Fee Demonstration						
\$	10,301	10,800	0	+400	11,200	+400
FTE	86	86	0	0	86	0
Forest Ecosystem Health & Recovery						
\$	5,003	6,237	0	+2,000	8,237	+2,000
FTE	56	56	0	0	56	0
Timber Sale Pipeline Restoration						
\$	2,879	5,000	0	+3,000	8,000	+3,000
FTE	54	54	0	0	54	0
Expenses, Road Maintenance Deposits						
\$	1,865	1,800	0	0	1,800	0
FTE	9	9	0	0	9	0
Southern Nevada Public Land Sales						
\$	279,379	337,960	0	+507,790	845,750	+507,790
FTE	25	25	0	0	25	0
Southern Nevada Earnings on Investments						
\$	2,337	3,906	0	+10,169	14,075	+10,169

Subactivity	2003 Actual Amount	2004 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2005 Budget Request Amount	Inc(+) Dec(-) from 2004 Amount
FTE	0	0	0	0	0	0
Land Sales, Deschutes County, Oregon						
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0
Lincoln County Land Sales, P.L. 106-298, 114 Stat. 1047						
\$	0	3,600	0	+3,400	7,000	+3,400
FTE	0	0	0	0	0	0
Interest, Lincoln County Land Sales, P.L. 106-298, 114 Stat. 1047						
\$	1	46	0	+124	170	+124
FTE	0	0	0	0	0	0
Commercial Film & Photography Fees, P.L. 106-206, 114 Stat. 315						
\$	0	500	0	0	500	0
FTE	0	0	0	0	0	0
Federal Land Disposal Account, P.L. 106-248 ***						
\$	991	33,600	0	+528	34,128	+528
FTE	2	2	0	0	2	0
Naval Oil Shale**						
\$	1,500	0	0	0	0	0
FTE	0	0	0	0	0	0
0						
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0
Total Dollars						
\$	304,584	403,832	0	527,411	931,243	527,411
FTE	237	237	0	0	237	0

PROGRAM OVERVIEW

The following activities account for certain receipts received from the sale, lease, or use of public lands or resources. They are available for use by BLM for the purposes specified in permanent laws and do not require annual appropriation action by Congress. Amounts shown for 2004 and 2005 are estimates based on anticipated collections. Projected collection amounts consider such factors as market and economic indicators, expected public or industry demand levels for services or sales products, fee or collection schedules or structures, and certain legislative proposals expected to be enacted into law.

Activity: Operations & Maintenance of Quarters - This account is used to maintain and repair all BLM employee-occupied quarters from which quarters rental charges are collected. Agencies are required to collect quarter rentals from employees who occupy Government-owned housing and quarters. This housing is provided only in isolated areas or when an employee is required to live on-site at a Federally-owned facility or reservation. The BLM currently maintains and operates 184 quarters facilities in 10 States.

Activity: Recreation Fee Collections - This account holds funds that enable the BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs. In 2005, the BLM anticipates collecting no recreation fees under the authority of the Land and Water Conservation Fund since BLM intends to operate all recreation sites under the Recreation Fee Demonstration authority discussed at the end of this chapter.

Activity: Forest Ecosystem Health and Recovery Fund - Funds in this account are derived from the Federal share (defined as the portion of receipts not paid to the counties under 43 U.S.C. 1181f and 43 U.S.C. 1181-1 et seq., and P.L. 106-393) of receipts from all BLM timber salvage sales and all BLM forest health restoration treatments funded by this account. BLM projects occur on Oregon and California Grant Lands, Coos Bay Wagon Road Grant Lands, and public domain lands. Funds from this account are available for planning, preparing, implementing, monitoring, and reforesting salvage timber sales and forest health restoration treatments, including those designed to release trees from competing vegetation, control tree densities, and treat hazardous fuels. Most of these treatments are implemented through service or timber sale contracting.

The initial purpose of this fund was to allow quick response to fire and reforestation of forests damaged by insects, disease, and fire. Expanded authorization in the *1998 Interior and Related Agencies Appropriations Act* allows activities designed to reduce the risk of catastrophic damage to forests in addition to responding to damage events. The Federal share of receipts in 2003 was \$5.0 million. Litigation has prevented a number of projects in western Oregon from being implemented, resulting in significantly lower revenue than was expected. The expected receipts for 2004 and 2005 are \$6.2 million and \$8.2 million, respectively. The volume of salvage timber harvested in any given year (and associated revenues) may vary significantly, depending upon the severity of the wildland fires, weather events such as drought and windstorms, and insect and disease activity. In 2005, the BLM intends to offer 14 million board feet of salvage timber for sale.

Activity: Timber Sale Pipeline Restoration Fund - This fund provides for the deposit and use of fees collected by the BLM in western Oregon for sales of non-salvage timber pursuant to the timber salvage provisions of *P.L. 104-19* and *P.L. 105-83*. Of the total deposited into this account, 75 percent is to be used for preparation of timber sales to fill the timber sale pipeline on lands administered by the BLM in western Oregon, while the other 25 percent is to be expended on the backlog of recreation projects on BLM lands. The increase of \$4.4 million in 2004 represents the anticipated receipts from pipeline timber sales coming on-line in 2004.

Activity: Expenses, Road Maintenance Deposits - This activity provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. The receipts are permanently appropriated to the BLM for road maintenance. Users of certain roads under the BLM's jurisdiction make deposits for maintenance purposes. Moneys collected are available for needed road maintenance. Moneys collected on Oregon and California Grant lands are available only for those lands (43 U.S.C. 1762(c), 43 U.S.C. 1735(b)). The BLM has authority to collect money for road maintenance from commercial users of the public lands and the public domain lands transportation system. Most of the funds generated for this account come from O&C Grant lands and are available for those lands only, excluding \$225,000 that is made available for administrative expenses.

Activity: Southern Nevada Public Land Sales - This receipt account allows the BLM to record transactions authorized by the *Southern Nevada Public Land Management Act (P.L. 105-26)*. The purpose of the Act is to provide for the orderly disposal of certain Federal lands in Clark County, Nevada, to meet the demands for community expansion and economic development, and to use the proceeds from these sales to address critical environmental and educational needs in Clark County and other areas of Nevada. Receipts are generated primarily through sale to the public of lands in the Las Vegas valley. Approximately 50,000 acres of public land are within the disposal boundary area.

Funds collected from the land sales are distributed as follows:

- Five percent to the State General Education Fund for Nevada's school children.
- Ten percent to the Southern Nevada Water Authority to fund the infrastructure needed to support the development resulting from land sales under the Act.
- 85 percent is deposited into a special account and available to be spent by the Secretary of the Interior.

The Secretary of the Interior, after consultation with the State of Nevada, the Secretary of Agriculture, local governments and other interested parties, is authorized to spend the funds in the following manner:

- Acquisition of environmentally sensitive land in the State of Nevada by the BLM, National Park Service, U.S. Forest Service, U.S. Fish and Wildlife Service, and National Park Service, with priority given to lands located within Clark County.
- Capital improvements at the Lake Mead National Recreation Area, the Desert National Wildlife Refuge, the Red Rock Canyon National Conservation Area, and other areas

administered by the BLM in Clark County, and the Spring Mountains National Recreation Area.

- Development of a multi-species habitat conservation plan in Clark County, Nevada;
- Development of parks, trails, and other natural areas in Clark County, pursuant to a cooperative agreement with a unit of local government;
- Reimbursement to the BLM for direct costs associated with land sales and exchanges, for administrative costs of implementing provisions of the Act, and for costs associated with establishing and administering the special account.
- Conservation initiatives on Federal lands in Clark County, Nevada, with up to 10 percent of the funds available in the account.

The disbursement of funds from the account is governed by an Implementation Agreement, which was developed by the SNPLMA Partners Working Group and the SNPLMA Executive Committee. The BLM, other Federal agencies, the State of Nevada, local governments and other interested parties are involved in developing recommendations for the use of funds from the account.

Since enactment of SNPLMA in 1998, the BLM has generated more than \$690 million by selling 5,655 acres of public land at 15 public auctions, including 9 oral auctions and 6 on-line auctions. In the most recent land sale, completed in November 2003, the BLM sold an additional 733.75 acres of public land for \$127.1 million. The payment of \$99.5 million from this sale is due in May, 2004.

The sales proceeds have thus far have provided:

- The Nevada General Education Fund with nearly \$29 million.
- The Southern Nevada Water Authority with nearly \$53 million.
- Over \$476 million has been deposited into the special account.

These disbursements do not include funds generated from recent land sales.

Since implementation of SNPLMA in 1998, the Secretary has approved over \$630 million in expenditures from the special account, as follows:

- \$207 million for acquisitions of environmentally sensitive lands.
- \$153 million for capital improvements.
- \$155 million for parks, trails and natural areas.
- \$36 million for conservation initiatives.
- \$44 million for Burton-Santini acquisitions.

- \$20 million for multi-species habitat conservation plans.

On October 28, 2003, the Secretaries of the Interior and Agriculture approved the fourth round of expenditures from the special account, totaling nearly \$376 million.

- \$104 million is earmarked for development of 28 park, trail and natural area projects in partnership with local governments in Clark County.
- \$118 million for capital improvements.
- \$101 million for land acquisitions.

Seventy-four percent of those expenditures will be made in Clark County.

The BLM will continue to hold sales in 2004 and 2005, and expects to generate a total of \$397.6 million in 2004 and \$995.0 million in 2005, due to rapidly increasing land values in Clark County, Nevada near Las Vegas.

The 2005 Budget Request proposes a legislative change to the Southern Nevada Public Lands Management Act which would allow the BLM to use an additional \$2.3 million in funds available in the SNPLMA's special account, for wild horse and burro management on Federal lands throughout Nevada.

Activity: Earnings on Investments, Southern Nevada Public Land Sales - This account allows the BLM to record interest-earning activity on funds that are derived from Southern Nevada land sales held by the U.S. Treasury. The *Southern Nevada Public Land Management Act*, (P.L. 105-263) both directs the sale of specified public lands and authorizes the accumulation of interest earnings. Eighty-five percent of gross land sales receipts are deposited in a Treasury special account. Funds in the special account earn interest in an amount determined by the Secretary of the Treasury and are available for expenditure under the provisions of the Act.

Activity: Land Sales, Deschutes County, Oregon - The BLM was directed by the *Act of October 30, 1998* (P.L. 105-321), to convey to Deschutes County, Oregon, at fair market value 518 acres of Federal land. The legislation provides that the amount paid by the County pursuant to the Act may be used by the Secretary of the Interior to purchase environmentally sensitive land east of Range 9 East of Willamette Meridian, Oregon. This sale has been completed.

Activity: Lincoln County Sales - This receipt account allows the BLM to record transactions authorized by the *Lincoln County Land Sales Act* (P.L. 106-298), which was enacted by Congress in 2000. The purpose of the Act is to provide for the disposal of certain Federal lands in Lincoln County, Nevada. Funds accumulated in the special account may be used to:

- Preserve archaeological resources, conserve habitat, and reimburse the BLM Nevada State Office for land sale costs related to this act.
- Process public land use authorizations and rights-of-way stemming from conveyed land.

- Purchase environmentally sensitive land or interests in land in the State of Nevada, with priority given to land outside Clark County.
- No receipts were collected under this authority in 2001. In 2003, \$124,000 was collected. Receipts estimated for 2003 and 2004 are \$1.7 million. The BLM will offer additional tracts for sale after resolution of appeals concerning the sales made in 2003.

Activity: Earnings on Investments, Lincoln County Land Act - This account allows the BLM to record interest-earning activity on funds held by the U.S. Treasury derived from Lincoln County land sales. *Lincoln County Land Sales Act (P.L. 106-298)*, both directs the sale of specified public lands and authorizes the accumulation of interest earnings. Eighty-five percent of gross land sales receipts are deposited in a Treasury special account. Funds in the special account earn interest in an amount determined by the Secretary of the Treasury and are available for expenditure without further appropriation under the provisions of the Act.

Activity: User Fees for Filming and Photography on Public Lands - The Commercial Film and Photography Fees Act was enacted in 2000 to permit the Department to recover costs incurred as a result of commercial filming activities or similar projects on public lands, including, but not limited to, administrative and personnel costs. The Act also establishes a reasonable fee for commercial filming activities or similar projects on Federal lands administered by the Secretary of the Interior. The legislation states that the fee is to provide a fair return to the U.S. and is to be based on the following criteria: (1) the number of days the filming activity or similar project takes place on Federal land; (2) the size of the film crew present on Federal land; (3) the amount and type of equipment present; and (4) other factors as the Secretary deems necessary.

Activity: Federal Land Disposal Account - The *Federal Land Transaction Facilitation Act*, provides that the Administration may conduct sales of lands that have been classified as suitable for disposal in land use plans. This law provides that receipts from such sales may be used to acquire non-Federal lands with significant resource values that fall within the boundaries of certain areas now managed by the Department.

The Administration will propose legislation to amend BLM's land sale authority under the Federal Land Transaction Facilitation Act. Under the Act, BLM is currently limited to selling lands that had been identified for disposal in land use plans that were in effect prior to enactment of FLTFA. However, BLM is involved in a multi-year project to bring all of its land use plans up to date, replacing plans that were in effect when FLTFA was enacted. Additionally, the Act currently limits use of receipts to the purchase of other lands. It does not make funds available for land restoration projects.

Activity: Naval Oil Shale Reserve Operations - The *National Defense Authorization Act* of 1998 set aside in a special fund the mineral leasing revenues from Naval Oil Shale Reserves Numbers 1 and 3 to be used for the cleanup of Reserve Number 3, but the funds were subject to annual appropriation. In 2003, *P.L. 107-345* was enacted which appropriated \$1.5 million to determine the best way to clean up the Reserve, and requires that the Secretary of the Interior submit a report to Congress describing a preferred method for performing the cleanup along with an estimate of the cost. If the estimated cost of the cleanup does not exceed the balance of the account on the date the report is submitted to Congress, the law appropriated the balance

of the special fund to the extent needed to clean up the site, 60 days after the submission of a report to Congress describing the preferred method of restoring the site. The BLM is currently in the process of conducting an Engineering Evaluation and Cost Analysis at NOSR 3. This analysis will address and evaluate a minimum of six different cleanup or removal scenarios at the site, each one having a different cost for removal and cleanup. The final Engineering Evaluation and Cost Analysis is scheduled for completion in March, 2005. The appropriation for the environmental restoration is contingent, however, on the estimates of costs not exceeding the balance of the account at the time a report describing the studies is submitted to Congress. The estimate of budget authority for 2004 is \$1.5 million, not the balance of the fund, because the cleanup cost is not known at this time.

Deposits to the special fund are expected to increase from \$1.3 million in 2003 to estimated levels of \$3.9 and \$11.6 million in 2003 and 2004 from royalties and bonus bids. These collections consist of rents and royalties. The projected increase is based on a forecast of a significant increase in the development and production of oil and natural gas in NOSR 1 and NOSR 3.

Activity: Recreational Fee Demonstration Program Sites, BLM - Fees collected by the BLM, at recreation sites identified pursuant to provisions of the *1996 Interior and Related Agencies Appropriations Act*, are deposited to this permanent account. The BLM returns 100 percent of the receipts to the site where the fees were generated in order to improve public support for the fee program and to enhance the progress being made on eliminating the deferred maintenance backlog, improving the quality of preventive maintenance, and providing other user-requested public services.

The *1996 Interior and Related Agencies Appropriations Act* provided the BLM with expanded authority to develop recreational fee demonstration program pilot projects. The goal of the pilot program was to foster innovative, creative, and cost-effective methods of collecting recreation use fees, in consultation with the recreation site users and local communities. The initial pilot proposal enabled each bureau to implement 50 projects, with the revenues being immediately available for the bureaus to spend at their source of origin for maintenance or other priority project work. The *1997 Interior and Related Agencies Appropriations Act* modified the fee pilot program by increasing the number of sites to 100 and changing the base year from 1995 to 1994. The *1998 Interior and Related Agencies Appropriations Act* dropped the base year requirement and the *2004 Interior and Related Agencies Appropriations Act* extended the program through 2005. Beginning in fiscal year 2002, the Congressionally mandated limit of 100 demonstration sites was lifted. At the end of 2003, the BLM had placed all recreation fee sites areas into the recreational fee demonstration program.

Recreation projects operating under the Recreational Fee Demonstration program have varying fees structures depending upon the day of week or season of use, free use days, and standardized entrance fees. Service fees, automated fee collection machines, third-party collection contracts, volunteer fee collectors, entrance booths, donations, self-serve pay stations, reservation systems, fee collection through the mail for permitted areas, special recreation permits for competitive and organized groups, and online Internet reservation payment with credit cards are examples of new collection methods the BLM has used as a result of the Recreational Fee Demonstration program. The fee structure at each site is

periodically evaluated to ensure that the fees are comparable to similar sites in the surrounding area. These fees, combined with appropriated funds, are used to maintain buildings, shelters, water supply systems, fences, parking areas, and landscaping; to pump vault toilets and dump stations; to replace or repair broken or non-functioning facilities; to modify facilities to accessibility standards; and to collect trash at recreation sites.

The BLM's recreation fee collection increased from \$3.3 million in 1996 to \$10.3 million in 2003, with fee demonstration projects accounting for \$8.44 million of the 2003 total and special recreation permit fees and recreation passport fees accounting for the balance. The Bureau received approximately \$194,710 from Federal recreation passports such as Golden Eagle, Golden Age, and Golden Access that it issued in 2003.

The following table provides the actual collections for 2003 and the estimated revenues projected for 2004 and 2005 from BLM recreational fee demonstration projects. In addition, the table provides information on the number of projects approved, the type of work conducted and the amount of revenues spent for all three fiscal years.

RECREATION FEE DEMONSTRATION PROJECTS

	2003 Actual	2004 Estimate	2005 Estimate
TOTAL FEES COLLECTED:*	10,301	10,800	11,200
PROJECTS APPROVED FOR USE OF FEES:			
Number of approved projects	400	400	450
Dollar amount of approved projects	10,000	12,000	13,000
Unobligated Balance/Resources	5,208	6,532	6,332
OBLIGATIONS BY TYPE OF PROJECTS:			
Visitor Services	3,000	3,500	3,600
Resource Protection	750	800	900
Health and Safety Maintenance	3,950	5,000	5,700
Collection Costs	1,127	1,550	1,600
Other	150	150	200
Total Obligations	8,977	11,000	12,000
End of year Cumulative Unobligated Balance (Cumulative fees collected minus cumulative obligations)	6,532	6,332	5,532
Total Expenditures (Outlays)	9,324	10,300	10,059
* Includes Golden Eagle; Golden Age; Recreation Fees			

The overwhelming majority of 2003 survey respondents, 97.0 percent, reported favorably on the overall quality of their recreation experience at BLM sites, with the highest user satisfaction associated with staff services, recreation use management, and physical facilities.

Respondents believe that entrance fees or fees for services at the site were "about right," with an average score of 3 on a scale of 5 with 1 being "far too low" and 5 being "far too high." When asked about value received for the fee paid on a five-point scale from "strongly disagree" to "strongly agree," 82 percent of respondents agreed or strongly agreed that the value of their recreation experience at least equaled the fees paid.

**Use of Performance and Cost Management Data
in the Recreation Fee Program**

All fees collected under the authority of Recreation Fee Demonstration Program are ultimately returned to the site or project where the fees are collected. The fees are used in various ways to improve the facilities and other services at the project or site, which result in improved recreation opportunities. Acceptance of various aspects of the program by the public, including the types and amounts of fees, the provision of the facilities and services funded by the fees, and the overall resulting recreation program, are evaluated using periodic customer surveys, comment cards, and other feedback mechanisms. This feedback allows site managers to make periodic adjustments to the program and direct fee spending to meet customer demands and requirements. This entire process is thus market-based. Given the range of measures available, the most significant are the customer satisfaction data and the facility condition index.

The Bureau's overall deferred maintenance backlog for over 2,129 recreation sites and nearly 16,073 miles of trail currently totals approximately \$73.1 million. This figure does not include deferred maintenance needs associated with the transportation infrastructure providing access to the recreation sites. Annual maintenance for the Bureau's recreation sites is about \$15.8 million. According to the Bureau's 2003 Facility Inventory and Maintenance Management System, 87 percent of the recreation sites are in good/fair condition, the same as 2002. Additional sites are in the good category and more sites are in the poor/unsatisfactory category. The breakdown is as follows: 989 (41 additional sites over last year, 47 percent of all sites) of the Bureau's recreation sites are in good condition, 858 (17 fewer sites than last year, 40 percent, of the total) are in fair condition, 207 (3 additional sites than last year, 9.5 percent of the total) are in poor condition, and 75 (5 additional sites than last year, 3.5 percent of the total) are in unsatisfactory condition.

The Bureau asked each demonstration area to provide the top five deferred maintenance or enhancement projects for 2003. The top five deferred maintenance projects from each of the 180 recreation fee demonstration projects that charged fees in 2003 totaled approximately \$40 million. During 2003, approximately \$0.8 million from recreation fee collections was spent on deferred maintenance projects. The Bureau will spend approximately \$30 million from all sources on deferred maintenance, annual maintenance, and enhancement projects for these sites during 2004. Site managers have spent nearly 86.4 percent of the revenue collected throughout the duration of the Recreational Fee Demonstration program.

Projects that have been completed or started are quite varied in nature, and include the following accomplishments:

Repair and Maintenance - Recreation fee revenues have been used for maintaining existing facilities; repairing roofs; paving and grading roads and bridges; repairing equipment and vehicles; adding communication systems; repairing gates, fences and flood damage; and repairing, replacing, installing, and expanding water systems.

Improving Visitor Services - Recreation fee revenues have been used for retrofitting restrooms and providing access to picnic areas for persons with disabilities; repairing existing restrooms or constructing new ones; landscaping recreation sites; expanding campgrounds; adding new grills and tables; constructing trails and additional tent pads; creating and adding directional signs; repairing, replacing, and constructing boat ramps; replacing and constructing boat and fishing docks; developing exhibits and other outreach materials; and designing and creating interpretive displays and brochures.

Providing for Fee Collection - Recreation fee revenues have been used for constructing fee collection facilities, purchasing and installing lighting for exhibits and kiosks, adding seasonal positions, and expanding partnerships.

2003 PROGRAM PERFORMANCE ACCOMPLISHMENTS

In 2003, the major accomplishments in the Recreation Fee Demonstration program included the following:

- **Campbell Creek, Alaska** - Fee Demonstration revenues have allowed the Campbell Creek site to develop a premier environmental education program in partnership with local schools. The programs developed include the Earth Ranger Academy (a 3-day program about ecosystems for 6th graders), Earth Science Day (about geologic time, gold mining, minerals, and glaciers), Outdoor Week (a major annual outdoor event with hands-on science activities for local 6th-grade students), and Project WET (a major annual water education event for 4th-grade students). This year approximately 25,000 school children, teachers, and members of the public participated in these programs.
- **Aravaipa Canyon Special Recreation Management Area, Arizona** - Fees collected were used to assist in the development of a web-based reservation system. This system enables visitors to make reservations and payments online that are processed, deposited to appropriate BLM accounts, and reported in the Bureau's Management Information System. This system has greatly enhanced issuing permits (making it much more convenient and faster for the public) and has allowed BLM to pilot an e-commerce portal through which all BLM transactions can occur merely by establishing an account in the Collections and Billings System and an appropriate input page on BLM public websites.
- **Holter and Hauser Lake, Montana** - In 2003, BLM used fee revenues to address several priority needs identified by the public during the previous year. BLM planted about 340 seedless cottonwood, ash, aspen, golden willow, chokecherry, ponderosa pine and spruce trees averaging about 15 to 20 feet tall at Devil's Elbow Campground to promote shade and enhance visitor experiences. A drip irrigation system was installed to ensure favorable growing conditions and protect BLM's investments. Two additional concrete toilets, 25 new picnic tables, 6 water faucets, and additional access trails were added to the site to better

meet accessibility standards. Much of the trail work was achieved through partnership efforts with local youth groups such as the Boy Scouts and the Montana Conservation Corps. In addition, BLM entered into a contract for upgrading facilities at three key sites in 2003. This project will be cost-shared (50-50) between BLM and the Pennsylvania Power and Light of Montana under Federal Energy Regulatory Commission re-licensing agreements.

- ***Kasha-Katuwe-Tent Rocks National Monument, New Mexico*** - The Cooperative Agreement between the BLM and the Pueblo de Cochiti was updated in 2002, and will continue to enhance resource management and land use planning. The Assistance Agreement signed between BLM and Sandoval County has been successful in maintaining the 5-mile access road. The county has provided the labor and equipment and BLM has provided the materials. The University of New Mexico has provided comprehensive information on the unique geology, and a portion of the fees will be used to design and install interpretive geologic panels at the Monument. The fees were used to purchase an additional vault toilet located in the expanded parking area. Due to the increase in visitation, additional parking and picnic areas were designed and installed using fee revenues. Fees also purchased two new picnic tables, three benches, a second bear-proof trash receptacle and informational signs.

2004 PROGRAM PERFORMANCE ESTIMATES

In 2004, significant planned accomplishments include the following:

- ***Repair and Maintenance*** - Recreation fee revenues will be used for maintaining existing facilities; repairing roofs; paving and grading roads and bridges; repairing equipment and vehicles; adding communication systems; repairing gates, fences and flood damage; repairing, replacing, installing, and expanding water systems; and controlling weeds.
- ***Improving Visitor Services*** - Recreation fee revenues will be used for retrofitting restrooms and providing access to picnic areas for persons with disabilities; improving restrooms; landscaping recreation sites; expanding campgrounds; adding new grills and tables; constructing trails and additional tent pads; creating and adding directional signs; repairing, replacing, and constructing boat ramps; replacing and constructing boat and fishing docks; developing exhibits and other outreach materials; and designing and creating interpretive displays and brochures.
- ***Providing for Fee Collection*** - Recreation fee revenues will be used for constructing fee collection facilities; purchasing and installing lighting for exhibits and kiosks; adding seasonal staff; and expanding partnerships.

The following are examples of collaborative and cooperative management activities and projects that have been and will continue to be funded in Recreation Fee Demonstration program.

- **South Fork Snake River, Kelly Island Recreation Site, Idaho** – The South Fork of the Snake River fee project is a partnership with U.S. Forest Service, Idaho Department of Fish and Game, and Bonneville, Madison, and Jefferson counties. Funding continues to be used for operation and maintenance of ten sites located on the South Fork Snake River. This project was included as part of the statewide Visit Idaho Playgrounds Pass program.
- **Winnemucca Field Office, Nevada** – The BLM will continue to assist in a number of high visibility projects undertaken by volunteers (over 2,500 volunteer hours were spent this summer in the NCA). For example, a visitor contact station is operated with the assistance of volunteers at the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area. The contact station sells maps, gives advice about recreation opportunities, interprets the cultural and resource values of the area, and relays safety and regulatory concerns to visitors. Volunteers and staff also monitor and assist with over 15 permitted events on the Black Rock Desert Playa, assuring that stipulations are met and public safety is achieved.
- **Little Sahara Recreation Area, Utah** - Fee revenues will be used to: purchase and install a number of pre-cast concrete vault toilets at locations receiving heavy visitor use; install video surveillance cameras inside the visitor center and at the entrance station; and paint three potable water tanks. A State of Utah OHV matching grant assisted in funding the purchase of the concrete vault toilets.

Budget Schedules

SUMMARY OF REQUIREMENTS OF BUDGET AUTHORITY BY OBJECT CLASS (MILLION \$)

Object Class	2004 Request		Uncontrollable & Related Changes		Program Changes		2005 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-Time Permanent		12		0		0		12
11.3 Other than Full-Time Permanent		4		0		0		4
11.5 Other personnel compensation		0						0
11.9 Total Personnel Compensation	212	16	0	0		0	212	16
12.1 Civilian Personnel Benefits		3		0		0		3
22.0 Transportation of Things		1		0		0		1
25.2 Other Services		35		0		3		38
25.3 Other purchases of goods and services from Gov't accounts		33				0		33
25.4 Operation and maintenance of facilities		1				1		2
26.0 Supplies & Materials		3		0		0		3
31.0 Equipment		2		0		0		2
32.0 Lands & Structures		136		0		-135		1
41.0 Grants, Subsidies, & Contributions		2		0		0		2
99.9 Total	212	232	0	0	0	-131	212	101

PROGRAM AND FINANCING (MILLION \$)

Identification code: 14-9926-0-2-302		2003 Actual	2004 request	2005 Estimate
Obligations by program activity:				
00.01	Forest ecosystems health and recovery	4	5	8
00.02	Recreation fee demonstration	10	10	10
00.03	Expenses, road maintenance deposits	3	2	2
00.04	Timber sale pipeline restoration	4	4	8
00.05	Southern Nevada land sales (85%)	60	108	144
00.07	Southern Nevada land sales earnings on investments	2	2	4
00.08	Lincoln county land act	0	2	2
00.09	Commercial film and photography	0	1	1
00.10	Federal land disposal	0	5	2
00.11	Use of mineral leasing receipts for cleanup of NOSR #3	0	2	2
10.00	Total obligations	83	141	183
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year	81	103	195
22.00	New budget authority (gross)	105	232	101
22.10	Resources available for recoveries of prior year obligations	1	0	0
23.90	Total budgetary resources available for obligations	187	335	296
23.95	Total new obligations	-83	-141	-183
24.40	Unobligated balance available, end of year	103	194	113
New budget authority (gross), detail:				
Mandatory:				
60.20	Appropriation (special fund)	105	232	101
Change in unpaid obligations:				
Unpaid obligations, start of year				
72.40	Unpaid obligated balance, start of year	19	57	41
73.10	Total new obligations	83	141	183
73.20	Total outlays (gross)	-45	-157	-171
73.45	Recoveries of prior year obligations	-1	0	0
74.40	Obligated balance, end of year	57	41	53
Outlays (gross), detail:				
86.97	Outlays from new mandatory authority	35	106	48
86.98	Outlays from mandatory balances	10	51	123
87.00	Total outlays, gross	45	157	171

Identification code: 14-9926-0-2-302		2003 Actual	2004 request	2005 Estimate
Net budget authority and outlays:				
89.00	Budget authority	105	232	101
90.00	Outlays	45	157	171

OBJECT CLASSIFICATION (MILLION \$)

Identification code: 14-9926-0-2-302		2003 actual	2004 request	2005 estimate
Personnel compensation:				
11.1	Full-time permanent	8	12	11
11.3	Other than full-time permanent	2	4	4
11.5	Other personnel compensation	1	0	0
11.9	Total personnel compensation	11	16	15
12.1	Civilian personnel benefits	2	3	3
22.0	Transportation of things	1	1	1
25.2	Other services	20	35	15
25.3	Other purchases of goods and services from Gov't accounts	34	33	7
25.4	Operation and maintenance of facilities	1	1	1
26.0	Supplies and materials	0	3	2
31.0	Equipment	1	2	2
32.0	Land and structure	2	45	135
41.0	Grants, subsidies and contributions	11	2	2
99.9	Total obligations	83	141	183

PERSONNEL SUMMARY

Identification code: 14-9926-0-2-302		2003 Actual	2004 request	2005 estimate
Direct program:				
Full-time equivalent employment		215	212	212
FTE inherently governmental (civilian)		152	150	150
FTE commercial (civilian)		63	62	62